

1946 — 1947

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EASTERN

BRUNEI

1946 — 1947

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CLOSED C.O.  
UNTIL

1998

Education in Brunei

C.O. 943/1/2 ✓

Previous

Subsequent

59705/48

453/ PO. DY



1946 — 1947

59705

KEEP  
(1997)



1 Par. No 28 from G. G. Malaya — 18/11/46

We have not yet received the former report promised in (1) & thus do not as yet have any positive recommendations to work upon. Perhaps, however, the Educational Adviser may wish to see this useful report for information at this stage & I therefore pass the pp. to him. Possibly, also, he may wish to provide a preliminary statement of his views on Mr. Frisley's report for the guidance of the Governor-General & the British Resident in their examination of the recommendations contained therein. The principal issue which the report raises appears to me to be that to which the Secretary-General refers in paragraph 3 of his letter to the British Resident dated 14<sup>th</sup> November (copy filed below the report). There would



seem to be a good case, in 3  
dealing with educational  
problems of general importance  
such as the organisation of  
teachers training & vocational  
education, not merely to  
associate Brunei with  
one of its larger neighbours  
but to deal with the three  
Brunei territories as a  
~~whole~~ single unit.

A. J. Frisby  
31. 12. 46

The survey conducted by Mr Frisby has many very interesting features of which the following may be specially noted.

Only 2.5% of Brunei's annually recurrent charges are to be spent on education. The Malayan Union devotes 8% of its total annually recurrent expenditure towards education and as this figure is, in my opinion, very much on the low side, it is clear that very little progress can be made in Brunei unless much more is spent on education. Mr Frisby considers that his proposals which will double the annually recurrent charges on education are not unreasonable. I agree, in the hope that when Mr Frisby's proposals have been established more money will be forthcoming for developments.

The wastage in the attendance of pupils is very great; from 1000 who attend in Std. I only 24 reach Std. V (paragraph 23). Migration of parents for padi cultivation is given as the reason for poor attendance but the ignorance of parents about the advantages of education is also to blame as only 28% of the estimated number of pupils between the ages of 6 and 10 are attending school. Much propaganda work has therefore to be done amongst the parents especially to encourage a better attendance of girls in Malay schools. The attendance of girls in English and Chinese schools is evidently much better. The appointment of an Attendance officer will relieve the head teacher of Seria of much expenditure of time in tracing absentees.

The organization of the education department appears to be top-heavy and some of the supernumerary staff should, as Mr Frisby suggests, return to teaching duties. More inspections and examples of class teaching by inspectors are necessary to remove the apathy amongst teachers which Mr Frisby mentions in paragraph 37. The removal of the disproportionate difference in the salaries of teachers in Malaya and in Brunei, though both sets have undergone the same course of training, will probably cure some of this apathy, as will the institution of refresher courses.

/Mr Frisby



Mr Frisby in paragraph 45 suggests competitions and shows as part of a campaign of inspiration. I am sure such stimulants on teachers and pupils will have beneficial results.

I am disappointed to read in paragraph 44 that there has been a poor response in garden work, especially when malnutrition is common and children suffer from lack of food.

It is to be hoped that steps will be taken to avert the danger pointed out in paragraph 47 of Home Crafts dying out.

In paragraphs 62 to 65 Mr Frisby has discussed the question of giving facilities for English education and the consequent dangers of a drift of rural population to urban areas; and in paragraph 66 the details of the Seria education scheme and the benevolent attitude of the British Malaya Petroleum Company towards education are discussed. It is obvious that the question of English education and the advantages which accrue from such education centre round the employment provided by the Company.

Mr Frisby strongly recommends in paragraph 69 the co-operation of Government and the Company and the establishment of a composite school at Seria to include a Primary Malay school, a Primary Chinese school, a Primary English school, a Trade school and a Secondary school and that the composite school should be open to pupils from the whole territory. He considers that facilities for technical training could be provided by qualified members of the Company.

I agree with Mr Reddaway that paragraph 3 of the Sec. General's letter raises an important question and I am sure that Brunei would benefit by association with a larger unit. I am also certain on general grounds (there may be local difficulties of which I am unaware) that the grouping of the three Borneo territories under one Director of Education would give greater benefits than if they were maintained as three separate education departments.

*A. H. O. P. R. S. R.*

9.1.47

I do not think it will be necessary to communicate the comments in Mr. Robinson's minute to the Governor General for his guidance in examining the recommendations contained in Mr. Frisley's report, and I therefore submit the pp. for information only at this stage pending receipt of his further report promised in No. 1.

*A. H. O. P. R. S. R.*  
9.1.47



1947.

5

Mr. Mayle.

These papers became tied up with the large bundle of papers dealing with the post of Director of Education in North Borneo. You will recall that on those papers the point was raised of whether there should be a single Director of Education for all the Borneo territories; and that our decision was that such a development would be premature at this stage. This particular file has only just emerged again, but the delay has done no damage, and as no action is required.

You need certainly not read the whole of the report, but you might care to read Mr. Robison's minute, the summary of the recommendations on page 25 of the Report, and Sir R. Hone's letter to the British Resident attached behind the Report. The obvious solution to Brunei's educational problems is the appointment of a State Education Officer, to be subordinated to the Director of Education in either Sarawak or North Borneo, according as to the ultimate decision on the question of the State's Administrative future. At present there is no European Education Officer in the State, and until one is appointed we cannot expect very much progress in education.

The proposal in Chapter 4 for a composite school at Seria, to be financed jointly by the Government and the British Malayan Petroleum Company, is interesting, and seems to be a very practical way of ensuring both that better educational facilities are provided fairly quickly, and that the particular educational needs resulting from the operations of the Oil Company will be met. The Oil Company are easily the most important source of employment for educated natives from Brunei, and are likely to remain so.

After you have seen, these papers can be put by.

*A. N. Kalsworthy*

16.4.47.

I don't think that we can allow this matter to remain in abeyance too long. Send a savingram in reply to No.1, saying that the Secretary of State has read the report with interest and some concern and that he looks forward to receiving the further report promised by the Governor-General on the rehabilitation and development of education in Brunei at an early date.

*L. M. M. M.*

17.4.47.

*I submit draft savingram accordingly. MBM:amg 20.4.47*

*act*



(2) No reply. ? Remind

6

(194d) L.B. Whittaker 24/7

The Governor-General promised us a report on the rehabilitation and development of education in Brunei in November 1946 (s'gram at (1)). We told him we looked forward to receiving it at an early date in April this year. (2).

We might now reasonably send a reminder, as it should have been possible for the Governor-General's Office to do something in 10 months. Draft attached.

J.B. Ramage

13/8/47

3. G. G. Malaya ——— tel. 59 Jan ——— 22-8-47  
Mr Robison

(3) is apparently all we are getting in the way of a report on the rehabilitation and development of education in Brunei. It is not very informative, but you will wish to see and comment.

J.B. Ramage

16/9/47

Mr. Ramage.

I agree that the despatch at (3) is not very informative and it is unfortunate that it has not been possible to appoint a full-time education officer and to second a Malay Inspector of Schools.

I have discussed the situation with Mr. Cheeseman who now suggests that Colonel C.A. Scott, Senior Inspector of Schools, Penang, who will be available for work in Brunei in March 1948, is a very suitable candidate. I support this suggestion as it will mean that Brunei has an education officer earlier than would be the case if it had to wait until Mr. Pearce became available in January 1949. Mr. Cheeseman informs me that it has been suggested that

/Mr.



7  
Mr. Pearce would be a very suitable candidate for starting the proposed Training College in Borneo which I understand is to take place early in 1949.

*L. Morrison*  
18. 9. 47.

Mr. Robson.

I agree that we do not want to wait until 1949 for an Education Officer for Borneo. But I have now attacked P.F.'s and Promotions files of Col Scott and Mr. Pearce, and neither, to judge from their Confidential reports, seem very well suited for the post. Mr. Frisby recommended the appointment of a young officer of about 10 years seniority, who who could reorganise Borneo's educational arrangements, and set them on a sound footing. Since Malaya is unable or unwilling to spare such an officer, it might perhaps be worth trying some other colony as a possible source before resigning ourselves to a not very outstanding retired officer from Malaya. A Director of Education for Sarawak, for example, was recently obtained from East Africa.

If you agree, Promotions Branch may be able to suggest some possible candidates who might be offered the post on promotion.

*MBRamage*

25. 9. 47



I quite agree. Colonel Scott hardly  
warrants Mr. Pheasant's recommendation,  
but as he has not been mentioned  
in the Governor-General's despatch, I  
suggest we find out what Brouce  
would be handicapped if I had to  
wait until 1949 for an officer  
who has already retired from service  
in Malaya. It should be possible  
to attract a younger officer  
for detention or promotion.

L. P. M. O. P. Division

Promote plan considered: 26/9/47

L. P. M. O. P. Division  
26/9/47.

The attached list gives a field  
of officers thought suitable for this post with  
9-20 yrs seniority. All are well reported  
on.

Those with 9-10 yrs seniority  
are L. W. Johnson who seems from Section 9  
of his last Com report not to want  
promotion outside Kenya; H. W. Whiddett



who would I think be a good choice  
but for the fact that he does not want to  
leave Kenya; - J. Binders who although  
he has had little opportunity to show  
administrative ability is said to be clean-headed  
& capable.

Next come W.W. Lewis - Jones and  
W.R. Clark with 12 + 13 yrs service resp.  
then M.C. Grant & H. Rushbridge  
with 15 yrs seniority. The first two seem  
good candidates. I doubt whether Mr  
Grant would regard this post as attractive  
enough, aiming as he does at a Directorship;  
but Mr Rushbridge is anxious for a transfer  
is stated to have special aptitude for  
educational organization. The remainder  
of the field are perhaps too senior since  
it is desired to confine the selection  
to an officer of approx 10 yrs seniority.

I suggest a short list might  
comprise Messrs Clark, Lewis - Jones  
Rushbridge & Binders - I would be inclined  
myself to select Mr Rushbridge. I seek Mr  
Robinson's advice - B. White 7/12/49  
Please to note



Ed: adivous

I have been through the Promo files of these candidates & agree that Mr. Rusbridge seems a strong candidate. His Director said in 1946 that he should be given a transfer as soon as convenient.

Will you please advise?

L. H. W. 8/10/47.

I agree that Mr. Rusbridge is a suitable candidate for the post in Brunei. He appears to be the best of the candidates whose files have been submitted.

L. H. W. 8/10/47

I agree that Mr. Rusbridge is suitable & the best of the bunch.

G. C. W. 9/10

I have attached draft telegram to Governor-General suggesting the appointment of Mr. Rusbridge, which I pass (a) through C.S.D., to confirm initial salary, and (b) through Eastern Dept A, since Brunei posts are part of Malayan establishment.

As regards (a), \$750 pm, which is the point Mr. Rusbridge would have reached had all his service been in the Malayan time-scale, is



Gunn

11

MBRamage

10.10.47

I make it \$775 in the scale, since he was first applied to the Col. Service in July 1932. His present pensionable annuity = \$960 i.e. £400 + £200 value of gratuity transfer is now an annuity

Canine  
11/2/49

12/11 4 TO GOVERN. Malaya - tel 586 Cen - 13.10.47

Promo  
To note re mins  
7/10 5.

5. G.G. Malay — tel. G.G. 369 — 8-11-47

Yes.

I think the 3 months delay involved in the proposal in para 2 would be well worth while. CSD may now prepare offer to Mr Rusbridger accordingly? Eastern Dept B should see draft.

MBRamage  
11/11/47

~~Marshall and John Marshall~~  
~~John Marshall~~

1 apr.

Offer shd. now be made to Mr.  
Rushbridge. Could Eastern A & B see  
draft?  
C @ Wintler

G. C. Winter  
12/11



The offer of transfer from N. Rhod.  
to Malayan Edm. Service (for service  
as State Education Officer Brunei) (2  
should be made on the personal  
file of Rushbridge. East Africa  
Dept. should see the draft ~~also~~ in  
addition to Eastern Dept A & B.

Whincholls  
14.11.47

Mr. Rushbridge has declined the offer.  
He prefers to remain in Africa and we must  
now look for an alternative candidate.

Mr. Widdett's appointment has now been  
terminated and I doubt whether Mr. Groat would  
be the ideal choice for this post (see last report  
copy attached.)

Going back to Mr. White's original  
short list (see his minute of 7th October) I  
think perhaps Mr. Winders might be the  
most suitable officer subject to Education  
Advisors' views.

Mr. P. Phillips should see in case he  
could he considers that any officer in  
V. list would be suitable, but ~~from~~  
from the Palestine Staff list, I cannot see  
any obvious candidates.

W. P. Bayle  
21/1/48



I am holding this up pending a decision regarding Mr. Fleming's transfer to Uganda. If he goes Mr. Winders would be recommended to succeed him in Cyprus.

CRP  
22/1/48.

Mr. Ramage

We are now asking Uganda whether they will take Mr. Fleming. Pending a reply I think that we must hold over the case of Mr. Winders.

? Inform Mr. Ramage that Mr. Ruckbridge has declined & that we are considering alternative candidates; & mine in 2 weeks.

CRP  
3/2/48.

150



## INWARD TELEGRAM

TO THE SECRETARY OF STATE FOR THE COLONIES



ode

29/11  
FROM GOVERNOR-GENERAL, MALAYA (Mr. M. MacDonald)  
(at Singapore)

D. 8th November, 1947.

R. 8th " " 10.30 hrs.

G.G. No. 369.

(4)

Your telegram No. 586.

Education in Brunei. From Secretary General.

1. Governor-General gladly accepts your proposal for appointment of Rushbridger to Malayan Education Service for appointment to Brunei as State Education Officer, and grateful if you will make the necessary offer on terms suggested in your paragraph 2. We are assuming your formal approval for creation of this post with effect from date of appointment of person named.

2. You will appreciate that a sound knowledge of the Malayan language is a particularly important asset in the circumstances of Brunei. I have discussed this aspect with Resident, Malayan Establishment Officer and Acting Director of Education Malayan Union, and we are all agreed that it would be an excellent plan to attach Rushbridger in the first instance to State Education Office in Federation of Malaya for 3 months before he goes to Brunei, in order that he may learn Malayan and study Malayan school organisation and problems. If you concur, grateful if you will make this clear to Rushbridger when offering appointment.





15 4

59705/47

C. 15.

Mr. Ramage 10/10

Mr. ~~White~~ Lawrence 11/10

Miss Macpherson

Mr. Sir G. Whiteley 11/10

Mr. N D Watson 11/10 *Wm*

Permt. U.S. of S.

Parly. U.S. S.

Secretary of State.

Coded & Sent

10.30 13/10

OH.

Recd Tel Sec 13/10

DRAFT.

*code*  
telegram

Your Reference No 586 Confidential

(3) Your savings No 59.

Education in Brunei.

*Ans'd (5)*

Governor-General

Malaya

Singapore.

Am glad to learn that action has already been taken to implement most of the short term recommendations of Frisby's report, and hope that it will be possible for Sarawak to lend a suitable Malay Inspector of Schools.

I agree that it is desirable that the Director of Education, Sarawak, <sup>or</sup> his deputy, should if possible pay a half yearly visit to Brunei.

NOT COPIED

FURTHER ACTION.

2. I feel, however, that it would be unfortunate if Brunei had to wait until 1949 for an Education Officer. An early ~~recom~~ appointment was



recommended by Frisby, and the need for it

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stressed in para 4 of Secretary - General's despatch

to British Resident Brunei No 19 in GG 234/46, (Appendix 22 (1))

which pointed out that full effect could not be given to many of Frisby's recommendations without

a professional head for the department. I suggest

therefore that a younger officer should now be

appointed on ~~promotion~~ transfer (from East Africa,

~~which has already provided a Director of Education~~

I have in view

~~for Sarawak~~) a particularly suitable candidate

~~is available~~, G. H. Rusbridger, Education Officer in

Northern Rhodesia, who has been strongly recommended

as a very capable, enthusiastic, and level-headed

officer with particular aptitude ~~the~~ for educational

organisation. He is 39 years old with 15 years

service, and would enter scale at \$ <sup>775</sup>~~750~~ p.m.

If you have no objection therefore offer will be

made to person named without delay.



3  
17

S A V I N G

From: GOVERNOR-GENERAL, MALAYA.  
To: THE SECRETARY OF STATE FOR THE COLONIES, LONDON.  
Date: 22nd August, 1947. 19/8  
No. 59 Saving.

CONFIDENTIAL. 5940 5/46

Your Savingsgram No.33 dated 24th April, (2)  
1947, EDUCATION IN BRUNEI(.)

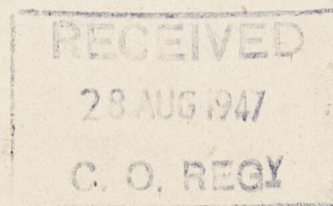
4560 - 1120  
Action has already been taken to implement most of the short term recommendations of Mr. Frisby's report and urgent consideration has been given to long term recommendations, in particular the appointment of a full time Education Officer on Malayan time scale (£400-25-800), and the secondment of a Malay Inspector of Schools.

2. The Director of Education, Malayan Union, was approached and asked whether he could assist in finding these officers, but with the present shortage of staff, he was unable to spare an Education officer of ten years' experience as recommended in the Frisby report. Appointment of a retired Malayan Educational Service Officer was then considered and a suitable candidate, Mr. J. Pearce, suggested. He is expected to be free to take up duties in January, 1949. Terms of his appointment are now being considered and it is intended to address a despatch to you shortly seeking your approval for the appointment.

3. The Director of Education, Malayan Union, has been unable to find a suitable Malay Inspector who would accept secondment to Brunei and the Sarawak Government have now been asked whether they could lend such an officer.

4. The Sarawak Government have also been approached with a view to their Director of Education or a deputy making half-yearly inspection in Brunei.

GOVGEN





Saving.

From the Secretary of State for the Colonies  
GOVERNOR GENERAL, MALAYA.

To the Office Administering the Government of.....

Date..... 24 April, 1947.

No. 33 Saving.

*Ans'd. (3)*

Your savingram No.28 of 18th November 1946.

Education in Brunei.

Mr. Frisby's report on this subject  
was read with much interest, and some concern.  
I look forward to receiving at an early date the  
further report referred to in your savingram,  
on the rehabilitation and development of  
education in Brunei.

SECEP.



59705/46

C. .

2

23 APR 1947

19

Mr. Ramage 21/4

Mr. Galsworthy 21/4 at home

M. ....

Mr. ....

Permt. U.S. of S.

Parly. U.S. of S.

Secretary of State.

NO ..... 33 SAVING

**DRAFT.** SAVINGRAM.

GOVERNOR-GENERAL  
MALAYA.

Your Savingram No. 28 of 18th November 1946.

Education in Brunei.

*on this subject was read*  
~~I have read~~ Mr. Frisby's report with much  
interest, and some concern, <sup>9</sup> ~~and~~ look forward to  
receiving *at an early date* the further report referred to in  
your savingram, on the rehabilitation and  
development of education in Brunei.

SECEP

FURTHER ACTION.



S A V I N G

From: GOVERNOR-GENERAL, MALAYA.  
To: SECRETARY OF STATE FOR THE COLONIES.

Date: 18<sup>th</sup> November, 1946.

No. 28 Saving.

Education in Brunei.

In August this year the British Resident, Brunei, asked for the services of an officer of the Malayan Education Department to investigate and report on education generally in the territory, in view of his dissatisfaction with the present system and in particular with the remuneration of teachers. Through the kindness of the Malayan Union Government, the services of Mr. A. W. Frisby, Assistant Director of Education, were obtained and he visited Brunei between 24th September and 8th October.

2. One copy of his report is enclosed for your information, together with a copy of the preliminary observations, which have been sent to the Resident for his guidance in considering the implementation of Mr. Frisby's recommendations. I hope, in due course, to be able to report further on the rehabilitation and development of education in Brunei.





A

21

REPORT OF AN EDUCATIONAL SURVEY OF THE DEPARTMENT OF EDUCATION  
BRUNEI.

25.9.46 to 8.10.46.

INTRODUCTION.

In accordance with instructions, I visited Brunei in order to make an Educational Survey. My terms of reference were:-

- (a) to examine the present state of education in Brunei,
- (b) to advise on Salary Schemes for the Department of Education,
- (c) to make recommendations and outline a plan for future development.

2. I left Singapore on the morning of 24th September and returned on the evening of 11th October. The actual period I spent in Brunei was from the night of 24th September to the forenoon of 8th October. I spent the remainder of the period waiting in Labuan for the return aeroplane.

3. The Assistant Resident, Brunei, is in charge of Education and I spent nearly a week with him with Kuala Belait as my Headquarters. For the rest of the period Brunei town was my headquarters.

4. My itinerary was as follows:-

25.9.46 With British Resident. To Kuala Belait.

26.9.46 With Assistant Resident. Visited General Manager, British Malaya Petroleum Co.Ltd.

27.9.46 Chung Hwa School ) Kuala Belait.  
English School )

Roman Catholic School )  
Chung Cheng School ) Seria.

28.9.46 English School, Kuala Belait,  
Malay School, Seria,  
Chung Cheng School, Seria,  
Malay School, Kuala Belait.

29.9.46 T.Telisai Malay School,  
T.Ugas Malay School.

30.9.46 Bukit Bendera Malay School,  
Penanjong Malay School.

1.10.46 To Brunei.

2.10.46 Sinaut Malay School,  
Sengkurong Malay School,  
Kelinas Malay School.

3.10.46 Muara Malay School,  
Berakas Malay School.

4.10.46 Roman Catholic School, Brunei,  
Brunei Chinese School.

5.10.46 Conference with British Resident and Assistant Resident.

7.10.46 Bangar (Temburong) Malay School.

8.10.46 Education Office. To Labuan.



- 2 -

I thus visited 12 of the 22 Malay Schools, all the known Chinese Schools (except Tutong which was not in session on my visit) and all the English Schools. The list includes 22 representative schools in each district. I discussed educational problems with Senior Government Officers, Senior Malay members of the Education Department, Officials of the British Malaya Petroleum Co.Ltd, Father De Witt (Roman Catholic Parish priest), Inche' Ibrahim, ex-Secretary to the Resident, and with several non-government gentlemen.

5. In the years immediately previous to the recent war, professional visits were made by Messrs R.F.C. Markham, M.R. Holgate and D.R. Swaine all of the Malayan Educational Service. Although copies of the reports made by the last two officers were not available I was able to gather much of what had been recommended in the past. I approached the problems, however, with an open mind paying regard to the greatly altered circumstances which now obtain.

6. My report is arranged under five headings:-

General,  
Primary Education Malay,  
Primary Education Chinese,  
English Education,  
Summary of Recommendations.

In the case of each topic I have made a survey and then added my recommendations. The discussion of salary schemes appears in paras. 39 (Malay School Teachers) and 54 (Chinese School Teachers).

7. I. GENERAL.

The present organization of the Education Department is as follows:-

(a) The Assistant Resident, who is stationed at Kuala Belait, acts as Director of Education and Registrar of Schools.

(b) Malay Schools are administered under the Assistant Resident by a Superintendent of Education, an Inspector of Schools, a Staff Officer (Education) and the Group Teachers. All these officers are Malays. The Superintendent of Education and the Inspector of Schools are stationed at Brunei town and the Staff Officer (Temporary appointment) at Kuala Belait. The Superintendent of Education is in charge of Malay Schools only.

(c) There are four Chinese Primary Schools at Kuala Belait, Seria, Tutong and Brunei respectively.

(d) There are three English Aided Schools at Kuala Belait, Seria and Brunei respectively.

(e) English and Chinese schools (which have in the past been aided by Government and/or the British Malaya Petroleum Co.Ltd.

8. My immediate concern was the educational system, but at the risk of the charge of ultra vires I feel I should state that my strongest impression was that Brunei is facing a period of rapid material and psychological development with an exiguous directing staff and a pre-war governmental machine and that it is possible that there will be insufficient inspirational direction in what will be, for much of the country, a new age. The educational system of a country responsible for preparing youth for life. It must in Brunei also prepare youth for change and for this reason I venture to make the above observations. It must be remembered that



the Education Department is a part of the Government machine, must co-operate in any future development and take much of the blame if necessary readjustment to progress is not achieved.

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9. Doubtless much of the hinterland of Brunei will remain for a long time rural and untouched, although the influence of political parties such as the Malay Youth Movement and the Mothers of Brunei (Kaum Ibu Brunei) may shortly reach inland. The coastal strip, however, is about to be opened up by a road linking Seria with Muara. The British Malaya Petroleum Co. Ltd., is rapidly extending its activities at Seria while it intends to build refineries and deep water quays at Muara island. The two large industrial centres of Seria and Muara will provide great opportunities of employment for all grades of skilled workers and the road between them will open up large tracts of country which hitherto have been comparatively untouched.

10. The war has intensified national spirit among the Bruneis. There is a definite "Brunei for the Bruneis" feeling, at any rate around the capital.

11. Alongside this material and psychological development, the war has left an apathy among teachers, pupils and their parents. This is reflected in school work and discipline. It also shows itself in an absence of self-help. I was told several times, when I inquired why kampong folk did not themselves do simple repairs to school buildings or why hand-work materials had not been collected, that "perentah" had originally undertaken the work and "perentah" should now put matters right. This, of course, is a general impression; there are numbers of teachers who are outstanding in their energy and morale.

12. The estimates which are now in use were prepared by the British Military Administration. I give below the amounts provided for 9 months under Personal Emoluments and Other Charges Annually Recurrent for the Education, Medical and Agricultural Departments and the corresponding figures for the Malayan Union.

Department	: Personal : Emoluments	: Other Chgs. : Annually Rec.	: Total	: Malayan : Union
	: £	: £	: £	: £
Education	: 6,741	: 11,450	: 18,191	: 8,503,679
Med. & Health	: 21,119	: 35,250	: 56,369	: 11,972,555
Agriculture	: 8,685	: 11,775	: 20,460	: 1,432,773
Total All Depts.	: 284,033	: 443,000	: 727,034	: 107,99,465

The total Personal Emoluments and Other Charges Annually Recurrent for 9 months for Brunei is £727,034. Brunei therefore proposes to spend 2.5% of her Annually Recurrent charges on Education. Education Charges amount to 32% of the charges of the Medical Department and are a little less than those for Agriculture.

13. It will be seen that in the Malayan Union 8% of the total Annually Recurrent Expenditure is to be devoted to Education, that Education Charges are 80% of the Medical & Health Charges and six times those for Agriculture. Expenses of European Salaries and the difference in the economic developments of the two territories account for some of the differences but, even taking that into account, the proportion of expenditure devoted to education is very low. My recommendations include proposals which will double the Annually Recurrent Charges on Education. I consider that this is not unreasonable.



14. Steps are being taken to revive Scout troops and I noticed a good deal of enthusiasm in the Brunei Town Malay school in this matter.

15. As in Malaya, transport is a very great problem and is hindering efficient inspection of schools. Group Teachers do not possess any means of transport and a particularly grave omission is the lack of river transport on the Tutong and Belait rivers.

16. II. PRIMARY EDUCATION : MALAY.

In making my survey I have taken into account the results of Japanese occupation. These can be summed up as follows:-

- (a) loss of teaching equipment and books,
- (b) loss of furniture,
- (c) damage to and deterioration of buildings,
- (d) loss of four years' education,
- (e) psychological deterioration in pupils and teachers and in some cases lack of interest on the part of parents.

(a) Teaching Equipment and Books.

Textbooks practically do not exist; some schools have not even desk copies for the teachers. A composite order should be prepared immediately, for such material is difficult to obtain. Paper of all kinds is being used for school registers, diaries, stock books and exercise books. Exercise books are now obtainable at 30 cents per copy in Singapore, but it is perhaps too much to ask parents to purchase them at this price. I recommend that the first stock of these and other manuscript material be ordered as soon as possible from Singapore and paid for by Government. The provision of good and uniform materials of this nature will do much to improve discipline. Some teaching equipment e.g. Reading Cards and number apparatus can be made by teachers, and I recommend an immediate drive in the districts in this matter. Schools badly need gardening implements basketry, book-binding and batik materials.

(b) Furniture.

This varies greatly from place to place. There is, for instance, practically nothing in Brunei Malay School, while in some of the rural schools there are a few desks. The Kuala Belait school is fairly well equipped. There is special provision in the 1946 estimates of \$3,000/-. Little has been done so far to spend this money since the Assistant Resident is finding great difficulty in obtaining release of it from the State Engineer. It is significant that the aided schools have been able to obtain adequate, if in some cases temporary, furniture. In Government's own schools children have to sit on the floor in spite of the continued complaints of the Medical Officer and the efforts of the Assistant Resident to get furniture. I recommend that the Assistant Resident be authorised to ask for tenders immediately so that the replacement programme can now start and can continue early in 1947.

(c) Damage to and Deterioration of Buildings.

Some Malay schools have been completely destroyed e.g. Brunei Town, Muara and Berakas. Some rural schools, notably Telisai, Keriam, Sinaut, are merely shells of their old buildings. There are no roofs or walls and what school furniture there is, is exposed to sun and rain. I found



it extremely trying to inspect these schools, and the effect on teachers and pupils to daily exposure must be most deleterious. Girls are not allowed by their parents to attend these broken-down schools. I understand that proposals for some repairs and rebuilding have been prepared for 1947 but this is only piecemeal policy. I suggest the immediate drawing up of a plan for the replacement of and repairs to Malay school buildings during the next 5 years.

(d) Loss of Four Years' Education.

The effects of the barren years on the pupils together with shortage of books and lack of trained teachers are more obvious in Brunei than in Malaya, and there does not appear to be that determination to make up for lost time which is such a strong feature in schools in Malaya. This apathy is due to various causes e.g. lack of parental interest, lack of pre-war buildings and textbooks, the need for food production. This state of affairs does not apply in all schools of course, but it must be vigorously attacked. The remarks under the next sub-para. also apply here.

(e) Psychological Deterioration.

There has not been the active adoption of bad habits and manners that has had to be combated in Malaya, mainly, perhaps, because most schools are rural schools. There is, however, an apathy among pupils and parents and to a certain extent among teachers. I feel that virile Teachers' Associations, working in conjunction with Parents' Associations are urgently needed. District shows and sports, and propaganda generally, will inspire new interest. I deal with this matter from the point of view of the teachers in paras. 37 & 38, but I would stress here that much encouragement is required in rural areas.

17. Enrolment. Final enrolment figures for August and September were not available during my visit but those for July are given below:-

Standard	V	-	N I L.				
"	IV	-	24, including	0	Girls, in	4	Schools.
"	III	-	58,	"	5	"	" 22 "
"	II	-	247,	"	17	"	" 22 "
"	I	-	919,	"	166	"	" 22 "
TOTAL:-			1248,	"	188	"	" 22 "

The figures for Brunei District at the beginning of the new term show an increase of 25% but I doubt if the increase elsewhere is as high. It would probably be safe to reckon on a total present enrolment of 1500 including 200 girls. A Standard V has now been established at Bukit Bendera (Tutong).

18. The staff, excluding the Superintendent of Education Che' Marsal bin Ma'un who is now a member of the Administrative Branch, consists of 14 teachers trained at Sultan Idris Training College (4 of whom will return in 1947 to the College to complete their third year of training) 31 untrained teachers, 8 probationary teachers, one woman teacher, 3 probationary women teachers and 3 religious teachers. Application has been made for the appointment of new teachers in 1947. There are thus approximately 29 pupils per teacher excluding the Supernumerary officers or 26 pupils per teacher if the Superintendent of Education is the only officer excluded from the executive staff.



19. Three features of present enrolment and attendance require attention:-

- (a) the low total enrolment owing to the lack of school accommodation;
- (b) the rapid fall in enrolment from Standard I to Standard V;
- (c) exceedingly poor attendance in some schools, where percentages of as low as 40% are frequent.

20. Low Total Enrolment.

There are no up-to-date figures for the total child population but taking the estimated population for 1941 and making a corresponding increase in the years 1942 to 1946 I estimate that the Malaysian child population in Brunei in the 5-year group 6 to 10 is approximately 5,400. The Medical Authorities think that the increase has been greater than this theoretical estimate. With 1,500 in schools (plus perhaps 100 in English schools) approximately 28% of the age group is accommodated. The corresponding figure for the Malayan Union in 1941 varied from 49% to 34%.

21. While it would appear that if the enrolment of Standard I could be maintained throughout the other standards the total enrolment would approach the estimated total number of Malaysian children of school age, it is plain that there are stretches of country where no school accommodation exists. I am aware that there are peculiar circumstances teaching to the ethnographical classification of "Malays" in Brunei (see page 77 "A Report on the 1931 Census"), but similar and smaller difficulties have been overcome in respect of Sakai schools in Malaya. I was informed of several districts where school accommodation is urgently required e.g. 8th Mile Kuala Belait Road; Batu Dua (Birau) and Rambai in the Tutong District and in Brunei Town itself. There are probably others. I am not sure if the normal procedure is correct under present conditions whereby the Kampong asks for a school and puts up a building while Government does the rest. When an area has reached almost saturation point in the supply of school accommodation this procedure may be correct, but with compulsory attendance laws a country has a liability towards its people. Alongside expansion in English Education, which I feel must take place immediately, there should be expansion in Malay education. I suggest, therefore, that Group Teachers should make a careful survey of their districts so that a Malay Education Development Plan may be prepared.

22. I inquired into possible reasons, apart from lack of schools in places where they are now required, for the low figure of enrolment. A large number of children do not attend because of lack of clothes, although this is not the most important factor. In any case there was a widespread issue of textiles in general. Lack of food is an important factor in that parents plead that they have to keep children away in order to help grow food. I discuss this below. Perhaps the most important factor in the matter of poor enrolment is the ignorance of parents as to their legal responsibility. They do not seem fully to realize this even when it is explained to them by the teachers. The four years of inattention to education are probably responsible for this. Some of these factors will disappear as conditions improve but propaganda is urgently required to deal with the situation. The number of girls has deteriorated since 1941 when there were 312 on the roll. Probably the figures will increase when better buildings and more clothes are available. Much propaganda will be required to overcome war apathy and renew interest.



23. Fall in Enrolment.

It is obvious that, while extra accommodation is being provided and the present enrolment is maintained in the ways suggested, great efforts must be made to maintain the enrolment of Standard I throughout the other classes. It is alarming that of nearly 1000 in Standard I only 24 reach Standard IV. Much can be blamed on the war years, but I note that there was a total enrolment of 1746 in 1941 and the distribution throughout the standards could not have been very different from the present distribution. A drop of approximately 75% from Standard I to Standard II is most uneconomical. I presume the deterioration is due to the apathy of parents and to migration for padi planting. Propaganda, again, will help here as well the provision of temporary schools in planting areas where this is possible (see para.25). Before the war there were three Standard V at Brunei, Tutong and Belait. Only one now exists - at Tutong. Standard V is the recruiting ground for student teachers and others, and may be said to be the keystone of Malay Education. Steps should be taken to encourage boys and girls to remain on in Standard V. Scholarships are provided for this purpose at the present, but this does not appear to be enough.

24. Poor Attendance.

The various reasons given for failure to enrol also account for poor attendance during school life. To bring home to parents their legal responsibilities and to demonstrate to rural kampongs Government's determination to correct an apathetic state of affairs, I suggest as an experiment the appointment of a School Attendance Officer. It should be stressed that where, for instance, the Head Teacher of Seria has to verify the reasons for the absence of 26 of his 79 enrolled pupils, the school is losing the services of a senior teacher for an inexcusable portion of his teaching time. If this duty could be undertaken by, say, a retired Police N.C.O. Head Teachers would be relieved of an awkward burden and parents would realize that the law must be observed. Much would thus be done to stop wastage of the present educational facilities.

25. There is another side to this problem. The absence from school of children whose parents take them away for the padi season is a feature of the coast schools. At Penanjong, more than half the enrolment at the time of my visit was absent and over half the absentees would be away for about 6 months with their parents in the padi planting areas. Teachers have been in the habit of granting "leave" for this purpose. The padi areas in Kuala Belait are around Labi, those for the Tutong area are rather less concentrated. I feel that the answer to poor attendance in coast schools is the same as the answer to similar problems on the canals of England. Schools must be taken to the children. I would suggest that before next planting season an investigation be made into the siting and the users of the padi areas with a view to erecting temporary schools and teachers' quarters in these areas. In some cases this may mean additions to the teaching staff, although in schools such as Penanjong the staff of two would simply be halved. Children could help their parents and teachers might appreciate the chance of growing extra food for themselves.

26. Organisation.

The following are the supernumerary officers of the Department:-

Superintendent of Education, Che' Marsal bin Ma'un (Acting)-  
Trained teacher, member of the  
Administrative Branch, Salary  
\$100/- p.m.



Duties - General administration, examinations, returns, (no inspection of schools). Stationed at Brunei Town.

Inspector of Schools - Che' Basir bin Taha - Trained Teacher Salary \$65/- p.m.

Duties - General inspection. Stationed at Brunei Town.

Staff Officer - Che' Noordin bin A.Latiff - Trained Teacher, Salary \$60/- p.m.

Duties - Liaison with Assistant Resident at Kuala Belait.

Group Teachers - Brunei - Che'Osman bin Bidin, Trained Teacher Salary \$45/- p.m.

Tutong - P.Ali bin P.Hj.Mohd Daud, Trained Teacher \$45/- p.m.

Belait - P.Jadad bin P.Nasaruddin, Trained Teacher \$42.50 p.m.

The Group Teacher, Tutong is also in charge of Standard V.

27. There are thus six Supernumerary Teachers in a present staff of 58 and a possible staff of 72 in 1947. The general duties of Director of Education are undertaken by the Assistant Resident who is stationed at Kuala Belait. While I appreciate the reasons for this, the arrangement whereby the Superintendent of Education and the Inspector of Schools are stationed at Kuala Belait results in a good deal of delay and lack of direct contact. As long as the Superintendent of Education (or whatever the Chief Administrative Officer for Malay Schools is called in the future) is responsible to the Assistant Resident, it would appear more logical to post him to the Assistant Resident's Office.

28. I was asked to give my candid opinion of the suitability of officers for these posts. The organization appears to me to be top heavy. There cannot be enough work for a Superintendent of Education, an Inspector of Schools and a Staff Officer in the administration of 22 schools with a total enrolment of 1500. Normally one efficient Assistant Inspector of Malay Schools can supervise the work of 40 to 50 schools divided into groups of 10. With the present shortage of trained teachers it would appear more valuable to have some of this Supernumerary staff back in the schools.

29. I have not, of course, had time to examine closely the work of the Superintendent of Education or the Inspector of Schools, but I have formed the opinion that, with new developments at hand and with the necessity for infusing new life and vigour into the Education Department, neither Che' Marsal nor Che' Basir possesses the character and drive essential for the efficient carrying out of plans. It is possible that I have misjudged Che' Marsal in that he has only recently been made available again for duty in the Department. He may be suitable for the duties normally undertaken by an Assistant Inspector of Malay Schools, but he lacks a knowledge of English.

30. I have not formed a high opinion of Che Basir's ability, although he has had more experience of Educational Administrative work than Che' Marsal. Che' Noordin and the three Group Teachers appear to be efficient, although P.Jadad (Belait) and Che' Othman (Brunei) gave me an impression that they may not be sufficiently strict for post-war development. P.Ali (Tutong) appears to be an efficient teacher and group teacher, although



he has not visited many schools in his district recently. The latter omission is of course a matter which should have been known to the Superintendent of Education and Inspector of Schools but they were quite unaware of it. He should be relieved of his teaching duties with Standard V.

31. My opinions of these officers were confirmed by various senior officers and others.

32. I have suggested elsewhere that the post of Visiting Teacher, Drill and Basketry, be created. I now suggest that the posts of Inspector of Schools and Staff Officer be abolished as extravagant. Assuming that Che' Marsal can be found employment in another department, I would suggest that Che' Basir be transferred to Kuala Belait to prepare for the new large Malay School suggested in para.69 and of which he could become Headmaster. Meanwhile, I would suggest that Che' Noordin act as Superintendent of Education until a properly trained officer of the calibre of an Assistant Inspector of Malay Schools can be appointed. With regard to Che' Basir, I am not completely convinced that he is a suitable choice for the Headmaster of a new and important school, but I feel that his present reputation depends upon his work as a Group Teacher and it is possible that if the importance of his new post is explained to him he may be able to carry out his duties satisfactorily. The time has now arrived when the Malay side of the Department of Education should be administered by a trained Assistant Inspector of Malay Schools.

33. Teaching Staff.

The efficiency of the Teaching Staff may be discussed with regard to

- (a) their present competence and the distribution of trained teachers,
- (b) their reaction from the apathy of the war years.

34. With regard to the trained teachers and their distribution I think a good start has been made in forming a nucleus of trained teachers. There are now 15 in service and 12 in training. Brunei has a yearly allocation of 4 at the Sultan Idris Training College and the position can be said to be satisfactory. I do not myself think that the allocation of four teachers per year at the Sultan Idris Training College will completely solve the problem, since, with the rapid development of the country that may be expected in the next few years, a large number of trained teachers of proven character will be required to help the Malaysian youth of the country over a difficult period. I feel that the possibility of a Borneo Training College should be explored with the governments of British North Borneo and Sarawak.

35. The Darjah Latehan system seems to be satisfactory. I scrutinized the recent examination papers and answer papers in the Probationary Teachers' Examination. The standard of the question papers was good but the answers quite naturally reflected the loss of education during the war years. While the general knowledge of the students appeared to be particularly high, much attention will be required at the Darajah Latehan to Mathematics and Geography if a satisfactory standard is to be reached.

36. There are four women teachers including three probationers. It is distressing to see that there are only approximately 200 girls in all the Malay schools in the State. The proportion of girls in English and Chinese schools is greatly in excess of the proportion in Malay schools. Many factors contribute to this, notably lack of women teachers, the lack of special schools for girls, the lack of clothes, disrepair of buildings. Here, again, propaganda among parents and simultaneous increase in the number of women teachers are urgently called for.



37. With reference to the reaction of the teaching staff from the apathy of the war years, I am glad to be able to say that on the whole teachers have stood up well to the heavy task of reopening schools. Some of them are outstanding. There is, however, among some a noticeable tendency to let matters slide, to make up the teacher's record book and not adhere to the programmes, to make shortage of paper an excuse for not making up programmes, to allow slack discipline e.g. chattering in class rooms, not to provide work for pupils because of lack of textbooks, especially when the teacher has two classes. There is apathy with regard to gardening, drill and handwork. Much of this is due to the war, but the most important reason is the infrequency of inspection. One Group Teacher visited in September three of his seven schools and another visited none, because of lack of transport or because prices of hiring transport have increased above figures laid down by Government. I should have expected the Superintendent of Education or the Inspector of Schools to have been aware of the programme to be carried out by the Group Teachers and to have inquired into the reason why some schools have not been visited for long periods. The matter should then have been raised with the Assistant Resident who would have ensured that travelling expenses were forthcoming. Many teachers must feel isolated. In some of the larger states in Malaya the State Education Office publishes a monthly departmental magazine for teachers. I strongly recommend this for Brunei.

38. A Holiday Refresher Course for all Malay Schools Teachers during the next school holidays is an urgent necessity. The teachers should have an opportunity to get together and meet each other and officers of the administration. They should have special courses in drill and in the teaching of arithmetic and reading. Above all, this opportunity should be taken to improve their morale, show them that they are corporate members of a respected profession and public servants. I suggest that the course lasts a week and that all expenses are paid by Government. If possible, a Malay officer should be borrowed from the Malayan Union to conduct the course. I suggest that the course becomes an annual feature.

### 39. Salaries of Teachers.

My terms of reference included an examination of salary scales. The present salary scales have been in force, with a small revision, since 1926 and do not now offer suitable remuneration to a class of officers who have great responsibility in a developing country. I am aware of the danger of making unilateral suggestions without regard to the cost of living on the one hand and to comparable salary scales of other departments on the other. But it must be stressed that as far as trained teachers are concerned they are trained alongside students from all regions in Malaya and know what salaries are obtainable elsewhere. The scales at present in force for Trained Teachers are:-

Class	II	£360-30A-540 p.a.
Class	I	£600-30A-840 p.a.

It will be noted that no allowance is made for the grade of certificate obtained by the student, and, more important, that the maximum of the scale is only £70/- p.m. The present maximum in Malaya is £100/- p.m. above which is a Special Class. When it is realized that the qualification of the teachers is the same, the difference between the respective maxima and the prospects after reaching them is disproportionate. New salary schemes are now under consideration in Malaya which may give greater remuneration than those offered in the 1936 Reprint of Salary Schemes and of course there are generous high cost of living allowances. I would recommend that the rates of pay now obtaining under the Malayan "Reprint of Salary Schemes" should be brought into use as an interim measure, and that when and if the new scales are approved the Government of Brunei ask for information on the subject.



40. Teachers' Associations.

The system of Group Teachers' Meetings and meetings between Group Teachers and the Teachers in their Districts is being re-introduced. One meeting of all teachers has been organized. While the present tendency is not to discourage political thought or the joining of political parties, the teacher is in a position of trust quite different from that of other Government officers and a popular and efficient "Kesatuan Guru" will do much to compensate for Malay Youth Movements. The Kesatuan can foster interest in professional matters such as the production of local supplementary readers, practice in handicrafts, literary and artistic competitions all of which have intrinsic and constructive value.

41. Malay School Activities.

I visited as many Malay Vernacular schools as transport and time allowed and I taught classes in every school I visited. Lack of textbooks is, of course, the most noticeable feature, although the teacher who is really keen can overcome this. It is obvious that the untrained teachers depend to an excessive extent upon textbooks and many have lost the art of teaching two or more classes side by side. I was told frequently that the reason children were left to their own devices or compelled to sit still with no occupation was because there were not enough books to go round. There is also a tendency for teachers to concentrate on the formal occupation of reading and arithmetic at the expense of other subjects. Exercise books, where they existed, were often good, but were only too frequently represented by extremely dirty pieces of paper. The ingenuity of some teachers in making exercise books out of army forms is to be praised.

42. Detailed criticism of school work is not, I think, of great importance here, especially as the Assistant Resident accompanied me on most visits and heard my opinions on the spot. It will suffice if I say that the standard is generally low and will only be raised by vigorous holiday courses, the provision of textbooks and suitable buildings, much inspection and encouragement and an increase in the number of trained teachers. I would stress the necessity for teaching by Inspecting Officers. Old-fashioned and inefficient methods in the teaching of reading and mathematics are too common.

43. I must register my disappointment over drill and handwork. They were both poor, the former probably through lack of practice and the second through apathy. Only in one school did I see the beginnings of a handwork exercise - the shredding of coconut husks to make brushes - and here the material had only just been collected. I was often told that basketry materials were not available because "perentah" had not advanced money for this. It was quite obvious that drill was not taken seriously in a good many schools.

44. A start had been made in a few school gardens but most of them were depressing. I agree that where Standard III is the highest class - as it is in the majority of schools - it is asking a great deal of the children to work in the school garden; but where they are faced with malnutrition and lack of food one could legitimately expect better efforts. There is no reason, in a school of say 60 pupils up to Standard III, why the two teachers should not open up the ground in the first place. The actual cultivation and maintenance could then be done by the pupils.



45. These rather depressing observations all point to one thing: the necessity for a campaign of inspiration. I have already suggested a vigorous holiday academic course, I now strongly recommend the holding of the following:-

- (a) A Grow-more-Food Competition in Malay and Chinese Schools, combined with the holding of
- (b) District and State Shows to include schools ~~and~~ handicrafts;
- (c) District and State <sup>School</sup>/Drill and Games Competitions.

All Trained Teachers are conversant with the nature of these competitions. As much publicity should be given to these events as possible.

46. As a lasting encouragement of non-academic activities I strongly recommend the appointment of a Drill and Basketry Specialist with the rank and allowances of a Group Teacher. The task of this officer would be to draw up appropriate syllabuses and supervise drill and basketry work throughout the State. A suitable person exists in Che' Abdul Manaf bin Abu Bakar. I would also recommend that the need for courses in needlework and cooking for girls be borne in mind.

47. Brunei has justly earned a reputation for Home Crafts but there is grave danger of these crafts dying out. I would suggest that the Education Department undertake responsibility for a handicrafts school at Brunei Town where, taking advantage of the skill of local craftsmen, the making of silver ware, brass ware, weaving and batek work; carpentry and perhaps boat building may be taught to adults and to pupils leaving school. If such a school is successful at Brunei Town, and I was assured by Inche' Ibrahim that it would be, similar schools might be started at Tutong and Belait.

48. Health.

I am not of course qualified to discuss this matter but I feel it my duty to draw the attention of the Brunei Government to the poor state of health of pupils in some of the rural schools. The incidence of skin diseases, bad eyes and ears is certainly very much higher than it was in pre-war Malaya. The food situation may be blamed for it, but children in coast schools would appear to be in a better position than most others with padi areas within reach inland and plenty of fish to help out food stocks. Dressers appear to visit schools but I saw no everyday medicines in schools such as teachers are accustomed to apply. In one school I was told that the Dresser had visited the school a short time previous to my visit but said that he could not treat many of the school children because he had none of the drugs required. I learned just before I left Brunei that fresh stocks of drugs were being delivered at a few schools.

49. In this connection I would suggest the early introduction of soap-making in rural schools as a handwork subject if parents cannot obtain washing soap cheaply. It was quite obvious that the bodies and clothing of many rural school children have been innocent of soap for a long time. This handicraft might be included in courses for teachers.

50. III. PRIMARY EDUCATION - CHINESE.

There are the following Chinese Schools in Brunei territory:-

- Chung Hwa School, (including the Pai Cheng School, which existed separately before the war) Kuala Belait.



Chung Cheng School, Seria  
Chung Hwa School, Tutong  
Brunei Chinese School.

I visited all these schools except that at Tutong.

51. All schools except the Tutong School received small grants before the war.

52. The buildings were satisfactory. The Chung Hwa School, Kuala Belait, is a little over-crowded but two extra classrooms are being built. The Chung Cheng School, Seria, is housed in a satisfactory temporary kajang building, replacing the original building which was destroyed. The Brunei School is housed in a good permanent building which except for the paint work is satisfactory.

53. The textbooks and school work in these schools appeared to be satisfactory. There was a general air of cleanliness and cheerfulness. There was the usual atmosphere of purpose behind the teaching. My general opinion is that these schools are doing good work and are serving a useful public purpose.

54. Some recommendation about the future development of these schools is required of me, but I am reluctant to express an opinion before the general policy of the Brunei Government towards Chinese Education is made clear. Judging from Malayan standards these schools (with the possible exception of Tutong about which I cannot speak) are worth subsidizing to a greater extent than they are assisted now. The majority of the children who attend these schools may, I think, be regarded as future citizens of Brunei. It is not likely that the majority of their parents will wish to leave the country. The British Malaya Petroleum Co.Ltd., has regarded the assisting of the Kuala Belait and Seria Schools as a part of its duties towards its employees and I feel that the Brunei Government should undertake more of the financial responsibilities, at any rate to the extent of giving a definite per-capita grant. In para.73 I have suggested that the Chung Cheng School, Seria, be included in a general educational scheme for the oil fields and that it should be assisted to the extent that aided English Schools are assisted in Malaya if some system of assistance is approved. This would involve the payment of teachers at approved rates. I recommend that rates laid down in the Malayan "Reprint of Salary Schemes" be introduced for the new Seria Chinese School. It would be reasonable for some satisfactory Chinese schools to accept more assistance than the token aid they were receiving in 1941. Grants-in-aid to Chinese schools in Malaya are at present paid at the following rates:-

Primary and Kindergarten Classes:-

		Grade I	£10 per pupil p.a.	
		" II	7	-do-
		" III	5	-do-
Middle Classes	...	Grade I	£18	-do-
		" II	12	-do-

It is possible that these rates may have to be revised in the near future. Further consideration of this matter would involve political implications which do not come within my terms of reference.

55. It would be well to have these Chinese Schools inspected by an Inspector of Chinese Schools. It should be possible to obtain the service of a suitable officer from the Malayan Service for about a week.



56.

IV. ENGLISH EDUCATION.

Before the war, the Brunei Government subsidized the education of a few Malay boys at the Government English School, Labuan, and maintained a hostel for them. The Labuan School has suffered very badly and is not now in a position to accept Brunei pupils. The facilities for education in English exist at the following institutions:-

Kuala Belait English School,  
Roman Catholic School, Seria,  
Roman Catholic School, Brunei.

57.

I inspected these schools thoroughly in order to ascertain if their future support was warranted. Before the war these schools received small grants from Government and/or the British Malaya Petroleum Co. Ltd. Under the British Military Administration Kuala Belait English School received a grant of £100 from Government but no grants have been paid to any school since the end of June, except sufficient to pay the salaries of the two teachers at Kuala Belait English School.

58.

All these schools are fee-paying schools. The Kuala Belait English School is managed by a public committee and the Catholic Schools by the Parish Priest (Father de Witt).

59.

It will not be necessary for me to give technical details of my inspections, especially as the Assistant Resident was present on most occasions. I do not consider that any of these schools is giving efficient education. The Brunei Roman Catholic School comes nearest to giving value for money. At the other end of the scale, I could not even begin to make an estimate of the Seria school as its standard was too low. Much work has been done to duplicate textbooks in most schools. Teaching methods and such professional matters as the preparation of syllabuses and timetables are all of low standard. The teachers in all English Schools, except the Headmaster of the Brunei School, who holds a Cambridge Junior certificate, have only Standard VII qualifications. None has any professional training. While praiseworthy efforts are being made by most teachers, they have not the ground work of personal education to enable them to achieve any better results than they are obtaining now. Specific qualifications of teachers are not laid down in the Brunei Registration of Schools Enactment nor in the Regulations. There is a general provision that the Registrar must be satisfied. Standard VII qualifications are now much too low if Government is to give more assistance. I strongly recommend that the Cambridge School Certificate with Oral English endorsement be made the minimum qualification for teachers in any assisted English School.

60.

Probably as the result of difficulty of supervision since the war, children of all ages have been admitted to these schools. There are, for instance, Malay boys of 12 to 15 years of age in Standard I sitting side by side with Chinese children of 8 and 9 years of age. With poorly qualified teachers, having no training in special language teaching technique, little of value can be accomplished in these circumstances and discipline hardly exists. If it is decided to continue to assist these schools the age range of classes must be scrutinized and if necessary special remove sets (including Special Malay and Chinese classes) must be formed. I would also suggest that permission to join the schools should be refused to Malay pupils until they have passed Standard III in the Malay schools.



61. If these schools were simply private schools they might perhaps be allowed to continue without detriment to the public interest under teachers of higher qualification. The questions now to be faced are - Can these schools, if improved, be said to deserve financial assistance; and, is there need within the economy of the State for the provision of increased facilities for English Education? The answer to the first question is, I think, that these schools require teachers of School Certificate standard and should go into some general scheme of grant-in-aid under the supervision of a professional educationalist. The answer to the second question requires more consideration.

62. Education in English is not essential in a country such as Brunei unless it cannot be dispensed with for Government, Commercial or cultural purposes. As far as the last is concerned, the number of English-speaking Asiatics is small and the demand for English for this reason is also small and can be satisfied by present facilities and by reading. However desirable an English education is for cultural reasons, Brunei has not reached the stage when it would be wise at great expense to introduce general English education.

63. Hitherto, apart from the requirements of the British Malaya Petroleum Co. Ltd, there has been little demand for English for commercial purposes, while Government has found it possible to recruit from various sources sufficient junior officers who are English-speaking. The standard of spoken and written English among most of these officers is not high. The British Malaya Petroleum Co. Ltd, requires a fairly large clerical staff which it has so far had to recruit from outside the country in most cases. It also requires and will require in increasing numbers for its technical department English speaking employees of secondary school standard.

64. The question now arises, "Have conditions in Brunei materially changed since before the war?" I think the answer is in the affirmative for the following reasons:-

(a) As an inevitable result of the war, the Bruneis have become politically and nationally-minded. They are fully aware of what is happening outside their country and of the advantages education has given to Malaysians and Chinese with better education than themselves. They have formed political movements. Malay teachers, the better educated section of the population, figure in the ranks of the Malay Youth Movement of which an ex-teacher is a high official.

(b) This has led to a "Brunei for the Bruneis" movement which is jealous of advantages offered by neighbouring countries and which most certainly will ask for increased educational facilities.

(c) Brunei is rapidly finding herself a wealthy country and her people must be educated to make full and correct use of the accruing advantages.

(d) The material wealth of the country lies mainly in its oilfields and the British Malaya Petroleum Co. Ltd, is rapidly expanding its activities and will require more administrative and technical staff. The country is fortunate in that the Company takes a very benevolent view of its responsibilities as far as education is concerned. The company has depended on imported labour at high rates of pay for much of its work, and on imported clerical assistance. Owing in part to recent labour troubles, it is now anxious to give every support to any reasonable scheme that will produce from the local population artisans, clerical staff and technicians for its oilfields.



(e) The Government service has in its ranks, from District Officers downwards, a substantial number of officers who are not English-speaking. From the point of view of present day efficiency and because the country derives much of its revenue from a concern whose senior officials are almost entirely English-speaking, it would be desirable that more government business were conducted in English and that a limited but efficient system of education in English were available in Brunei. At present about 100 officers of the Brunei Civil Service are required to be English-speaking. There is every reason to expect that this number will increase especially with the addition of English-speaking customs and police officers. The annual intake of 5 to 8 English-speaking candidates for Government services would not be too high a number. Facilities existed before the war for sending Bruneis to Labuan for English education, but this will not be available for some time and for the sake of the amour propre of the Bruneis should not, I feel, be resuscitated.

65. Bearing in mind, therefore, that the population of Brunei is mainly rural, that a drift to centres is undesirable and that a sudden widespread increase in facilities for English education is dangerous, I still recommend that a limited scheme sponsored by Government be now introduced. The main facilities should be concentrated at Seria where I suggest Government and the British Malaya Petroleum Co. Ltd, could well co-operate in a comprehensive educational scheme. This scheme could be expanded to give facilities for all types of education to candidates from all over the state. At the same time, I feel it may be as well to retain facilities for English education up to, say, Standard IV at both Kuala Belait and Brunei Town, at any rate until the Seria scheme is in full working order. These schools would require complete re-organization as feeder schools to the secondary school at Seria. The following details in these schools would require attention:-

- (a) Provision of properly qualified staff,
- (b) Revision of syllabuses and Time-tables,
- (c) Grants-in-Aid under which Government pays teachers salaries and school up-keep, less school fees.

66. The Seria Educational Scheme.

The British Malaya Petroleum Co. Ltd, has always shown a benevolent attitude towards education in its areas. It provided the building for the Kuala Belait English school and has assisted the Chinese Schools at that place. It has now withdrawn assistance from Kuala Belait on the grounds that its production area has been transferred to Seria. The Company is at present giving valuable assistance to the Roman Catholic School at Seria, but it is my opinion that it is not getting value for money under the present conditions of the school.

67. The present attitude of the Company is that it is prepared to assist in the provision of education under the following heads:-

- (a) Vernacular education for children of employees generally;
- (b) English education for children of English-speaking parents who want such education for their children, also as a necessary basis for higher technical training.

It is also keenly interested in:-



(c) Trade School courses for artizans, and, with English education -

(d) Training at Technical College level for Technical Assistants.

68. I called on the General Manager and discussed with him and with the heads of his departments how co-operation between the company and the Brunei Government could be established with benefit to both. I quickly formed the opinion that co-operation and assistance would be forthcoming from the company in any reasonable project initiated by Government and that it would wholeheartedly support the training and subsequent employment of Bruneis to its full capacity.

69. I believe, therefore, that the time is most opportune for the consideration of a comprehensive educational scheme which would include all the units mentioned in para.67 above and which could easily be expanded to include desirable developments in the rest of the State. I would emphasize that the special conditions arising in the western end of the State through the presence of this large, isolated and co-operative organization render the setting up of a controlled but comprehensive educational unit an important and most useful development in education. I strongly recommend therefore for early consideration the co-operation of Government and the Company in the establishment of a unit which would include the following sub-unit:-

A Malay Vernacular School,  
A Chinese Vernacular School,  
An English Primary School,  
An English Secondary School,  
A Trade School.

Facilities would be required for the higher technical training of Technical Assistants, but it may not be necessary to establish a special department for this purpose.

70. The scheme would not in effect be as formidable as it at first appears since the first three sub-units are already in existence in embryo. The Company will do all in its power to render itself independent of imported labour and wishes to train local labour. There would thus be in the scheme advantage for the company and great opportunities for the Bruneis, the carrying-out of controlled and efficient education and the satisfaction of the growing demand for English education. Grouping of Primary vernacular schools into a unit where certain subjects may be taken in common classes and where games should bring ~~in~~ all communities together, has the blessing of modern educationalists and social theory.

71. The following are the numbers of children of Labour force employees of the company under the age of 16:-

Chinese	517
Malaysians	605
Indians & Others	<u>34</u>
Total:-	<u>1156</u>

Of these, about half are of Primary school age and it is probable that the 184 pupils of the Chung Cheng school and the 79 pupils of Seria Malay School are included in these figures. The approximate enrolment of 100 at the Roman Catholic English School at Seria is probably entirely composed of children of employees; only 5 in the Kuala Belait English School come from Seria.



72. Taking these facts into account, I estimate that there are the following potential primary scholars in which the company should be interested.

Chinese Vernacular	185 (cf. Chung Cheng Sch. 184)
Malay Vernacular	260 (cf. Seria Malay Sch. 79)
English School (Present enrolment 75 Chinese, 35 Malays)	110.

The few Indians and others could be accommodated either in the Malay or the English schools.

73. My suggestion, therefore, is to establish three Primary Departments in a new composite school which will take over the present Chung Cheng School, the Seria Malay School and the Roman Catholic English School, Seria, and provide 6 years' parallel primary education in the respective vernaculars and English. I understand from Father de Witt that the Roman Catholic Church would have no objection provided all facilities were given for parish work and religious teaching. The Committee of the Chung Cheng School should not object since the new arrangement would be to its financial advantage. English would be taught as a subject in the two vernacular schools from Standard III upwards. The vernaculars would also be taught as subjects in the English school curriculum. The teachers for English and vernacular would be drawn from the staffs of the respective schools e.g. a properly trained teacher from the English school would teach English in the vernacular schools. The primary period of six years is the logical one in that pupils will then be of an age to benefit by Trade School or Secondary School education or, on the other hand will have had sufficient primary education (plus a little English or vernacular) to enable them to earn a living elsewhere.

74. A number of transfers from the Malay and Chinese Schools to the English School should be made possible after the vernacular third year. The English school would thus become a double standard school from Standard IV upwards.

75. At the end of this primary period children would be of the maximum age of 14. I suggest that selection then be made for admission to the Company's Trade School for boys in the 6th class of the vernacular schools. There would also be pupils in the English schools who are obviously unfitted for further English education but who would do well in the Trade School. The remainder could probably be absorbed into unskilled labour without difficulty.

76. There should be a definite selection at the end of the English Primary School stage for those wishing to take higher English education. Education above the Primary stage would then be confined to the Trade School and the English Secondary School. During the 3-year Trade School course a careful watch should be kept for those students who might with profit undertake secondary work in English with a view to becoming Technical Assistants. On the English school side, pupils who showed any mechanical aptitude should be given a modified Trade School training in the afternoons so that by the time they took their School Certificate they would have had adequate practical training to undertake further training as Technical Assistants. Other pupils who showed the necessary aptitude could receive commercial training for future employment in the offices of the Company.

77. The Trade School would be an important element in the whole unit but its importance is much greater to the Company than to Government. I suggest, therefore, that its organization be left to the Company but that Government pays for any students it nominates at the school. Professional advice would probably be required and it might be possible to obtain the services of the Superintendent, Trade Schools, Malayan Union, for a short



time to advise in drawing up syllabuses and finding suitable instructors.

78. I have not included in this survey any detailed suggestions for technical training required by the Company for its employees at the standard required for Technical Assistants. My original idea was that suitable Trade School and English School pupils could be selected to attend courses at the Kuala Lumpur Technical College by arrangement with the Malayan Government, but on further investigation I formed the opinion that this training could quite easily be arranged in Seria, and could be conducted by specially qualified members of the Company itself.

79. While this whole educational scheme is suggested primarily for the training of Bruneis to take their places in the Company's service, it should also be adjusted to accommodate pupils from other parts of the State at various stages and so offer opportunities to pupils other than those from Seria to compete for employment in the Company, to receive Trade School and English education to fit them for Government service or any other employment which may develop as a result of the opening up of the country. The Company is quite willing to co-operate in this matter. As the English School at Seria would be the only one under direct Government control, I suggest the reservation in its 4th year of 15 places for promising pupils who have passed Standard III in the Seria Malay and Chinese Vernacular Schools and of 10 places for pupils from Standard III in other vernacular schools in the State. All these reserved places should be free. I suggest similarly that 10 places in the Secondary School first year be reserved for pupils from the re-organized Brunei Roman Catholic and Kuala Belait English Schools. While the main body of Trade School pupils would be Company pupils, a small number, perhaps 5 per year, might become Government pupils and be paid for entirely by Government. These pupils could go into such Government employment as P.W.D. Factories, Electrical Department, Latex Department and the Post Office Engineering Branch. The following diagram illustrates the whole scheme (except training for Technical Assistants) and the number I envisage at each stage. X

80. The Company already has a building plan which could be adapted to provide separate schools with communal playing fields and classrooms for subjects taken together. To obtain the full benefits of the scheme the temporary buildings of the Chung Cheng Chinese School and the Roman Catholic English School would have to be abandoned. This will not mean a great loss since both are temporary buildings. The present Malay School at Seria would not be large enough to accommodate all the Malay pupils of the new English School, but could quite easily be converted into a hostel, which would be necessary if the scheme is expanded to accommodate children from other parts of the territory.

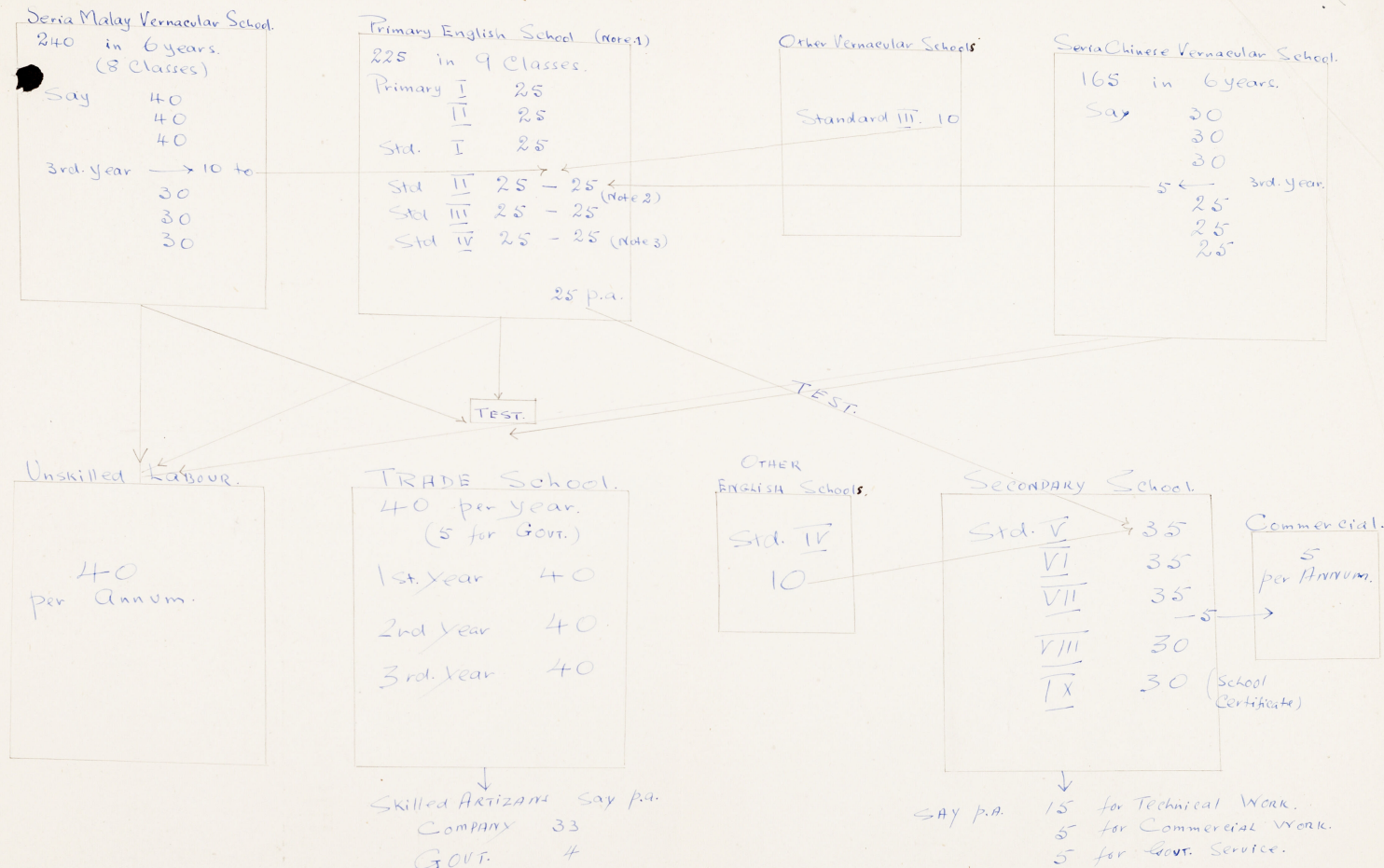
81. In apportioning the financial responsibilities between Government and the Company much will depend on how the Government of Brunei proposes to assist Chinese Education.

(A) Capital Expenditure.

Satisfactory temporary-type buildings can be erected by the Company but I have no details of the cost. This would be a matter of discussion between Government and the Company. In estimating other capital expenditure, I have calculated as follows in order to arrive at rough estimates:-



# Serial Educational Scheme.



Note 1. Malay Schools standards ~~should be~~ <sup>range</sup> from Std. I to Std. VI Chinese schools usually call their standards "years" i.e. 1st Year, 2nd year etc. The 1st & 2nd years in English schools are called Primary I & II respectively. Std. I in the English school is the 3rd year of school life.

Note 2. Pupils from Vernacular schools join the Special vernacular Class I in the English school and are promoted to Special Vernacular Class II.

Note 3. These Special Vernacular class pupils are taken through an expedited English Language course in these two years and then are promoted to the regular Standard IV Class.



(a) per capita -	Desk and Chair	\$10.00
	Share of office furniture	1.00
	Share of teachers' room	1.00
	Books etc.,	4.00
	Total:-	\$ 16.00
		=====

(b) per class -	Room furniture	85.00
	Teaching Equipment (English Schools)	40.00

On this basis I estimate that the following capital expenditure will be required:-

Malay Vernacular School	\$5,120.00	) Less cost of
Chinese Vernacular School	3,150.00	) furniture
Primary English School	4,725.00	) now available
Secondary English School	3,775.00	

I suggest that Government should pay for the Malay School and should share the cost of the remainder with the Company. The approximate total Capital Expenditure excluding buildings would be:-

Government	\$10,945.00
Company	5,825.00

I have not included Capital Expenditure for the Trade School since I have suggested that it should be provided by the Company. In any case much of the equipment will probably be shared in stock.

(B) Annually Recurrent Expenditure.

I suggest the following accounting details as basis for discussion:-

- (a) that the Malay School should be the sole charge of Government.
- (b) that fees continue to be charged in the Chinese Vernacular School but that increased aid be given and authorized salaries be paid to the staff.
- (c) that transferees from the Vernacular Schools to the Primary English School be free pupils and that Government makes itself responsible for full school expenses for these pupils.
- (d) that Government shares with the Company the expenses of the fee-paying pupils in the Primary English School.
- (e) that the Trade School remains the financial responsibility of the Company but that Government pays a fee of \$100 per pupil per year for its nominated pupils.
- (f) that in the Secondary School Government pays complete expenses incurred for 5 pupils each year and shares with the Company the remaining expenses of the school, less school fees, in the proportions of 1 to 2.

On this basis the following is a rough statement of Annually Recurrent expenditure on the whole scheme apportioned to the Government and the Company.



(a) Malay Vernacular School - Approximately \$8,000/-. All to be paid by Government.

(b) Chinese Vernacular School.

7 teachers at say \$700 p.m.	\$ 8,400
Upkeep at \$2.40 per head p.a. for 165 pupils ...	396
	<u>8,796</u>
Less fees at \$2/- p.m. for 165 pupils	<u>3,960</u>
	<u>\$ 4,836</u>
Government's share	2,418
Company's share	2,418

(c) Primary English School.

10 teachers at \$2,100 p.m.	25,200
Upkeep at \$3/- per head p.a. for 225 pupils	<u>675</u>
	<u>25,875</u>
Therefore Cost per head - say \$115/-	
Cost of Govt. Free pupils 75 x 115	<u>8,625</u>
	<u>17,250</u>
Less fees at \$30 p.a. for 150 pupils	<u>4,500</u>
Cost of fee-paying pupils	<u>\$ 12,750</u>
Company's Share	\$ 6,375
Government's share \$8625 + 6375	<u>15,000</u>

(d) Trade School.

Government's Contribution 15 @ \$100	1,500
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(e) Secondary English School.

6 teachers at \$1350 p.m.	16,200
Upkeep at \$5/- p.a. for 165 pupils	<u>825</u>
	<u>17,025</u>
Cost per head say \$103	
Cost of Govt. Free pupils 25 x 103	<u>2,575</u>
	<u>14,450</u>
Less fees at \$48 p.a. for 140	<u>6,720</u>
	<u>7,730</u>
Company's 2/3 share	5,154
Govt's share \$2,575 + 2,577	5,152

Summary of Annually Recurrent Charges.

	<u>Govt.</u>	<u>Company.</u>
	\$	\$
Malay School	8,000	-
Chinese School	2,418	2,418
Primary English School	15,000	6,375
Trade School	1,500	?
Secondary English School	<u>5,152</u>	<u>5,154</u>
Total:-	<u>32,070</u>	<u>13,947*</u>

\* Excluding Trade School.

To these totals should be added a proportion of the Principal's salary if such an officer were appointed and the cost of domestic servants. A hostel to accommodate at least 100 would also be required. It might be necessary to provide small scholarships for out-station pupils.



82. Staff - I suggest the following staffs and their qualifications as desirable:-

Malay School - 8 teachers - 5 trained, 3 untrained.

Chinese School - 7 teachers, Junior Middle Minimum qualification, with School Certificate and English Oral qualifications for the English teacher.

Primary English School - 10 teachers, all with School Certificate and Oral English qualifications. At least 5 with Normal Class Qualifications and 2 with Primary Qualification or experience.

Trade School - As acceptable to the Company and as advised.

Secondary English School - 6 Trained Teachers, 2 with Raffles College Diplomas.

Choice of Principal for the whole unit would be an important matter.

I would make three suggestions:-

- (a) the appointment of an officer of the status of one just retiring from the Malayan Education Service,
- (b) an ad hoc appointment of a young man prepared to spend some years in the unit,
- (c) a combination of this post with that of Director of Education.

I feel that the time has come for the Department of Education to be in professional hands. An officer of say 10 years Colonial Service should be able to do a great deal to restore and improve the educational system and put this important communal experiment on a sound footing.

It would be difficult to recruit the staff required as far as the two English Schools are concerned. A few suitable teachers may be found by advertising, but I think a safe way would be to ask for the reservation of places in a Malayan Normal Class and obtain teachers by indenture who could attend these classes. An alternative way of recruiting the majority of teachers would be to get candidates with School Certificate qualifications and put them on into schools in Brunei as soon as possible and allow them to take the Normal Classes by correspondence. This is now being arranged for teachers in Pahang and Kelantan and could be extended to Brunei. I have assumed that rates of pay for teachers in the English School and in the Assisted English School would be at Malayan rates.

83. TIME FACTORS.

I assume that sufficient buildings could be erected to enable the scheme to start in January 1947 to the limit allowed by other factors. The position with regard to these other factors (excluding finance) is as follows:-



79 pupils up to Standard III are in Seria Malay School and a few may be found fit in January 1947 to be transferred from Standard III to the English School. The rest of the expected enrolment would probably be forthcoming if the school were re-opened nearer the 8th Mile. Most new pupils would be in Standard I and would have to be expedited through the school as soon as possible. If a new school were provided I should expect the following pupils to be available in January 1947:-

To the English School	-	3
In Malay School	Standard IV	10
	Standard III	15
	Standard II	35
	Standard I	100

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There should be no difficulty about additions to staff.

(b) Chinese School. There are at present 184 pupils up to the 5th year in the Chung Cheng School Seria. A 6th year should be added in 1947 and the selection of 5 pupils made from the 3rd year class to go to the English school. There should be no difficulty about teachers, but they should all be placed upon an authorized salary scheme.

(c) Primary English School. There are approximately 100 at the Seria Roman Catholic School up to Standard III but I do not consider this class up to Standard III work. The whole school should be taken over and each class should remain another year in its present standard. 8 students from the local vernacular schools plus 10 from other vernacular schools in the territory could make up a special vernacular class 1st year in January 1947.

6 new teachers would be required in January 1947 if the present staff were replaced.

(d) Trade School.- The company might be able to find among its present employees sufficient students to start a class in 1947. Government could probably recruit a few good students from Brunei and Kuala Belait English Schools. Otherwise I suggest that this school waits until January 1948 when candidates should be available from the Chinese school and perhaps from ex-Standard V boys now at Bukit Bendera Malay School Tutong. Several boys would also be available from the Seria Malay School in January 1948. It should be possible to recruit a full new class in January 1949.

(e) Secondary English School. A few ex-Labuan Government English School pupils are now available and together with suitable 1942 candidates whom it was not able to send and a few students from Brunei English School a class could be formed in January 1947. The 1948 class would be small and could be taken under one teacher with the 1947 class, thereafter normal classes could be recruited.

84. Assuming my figures to be correct the following is a summary of the possible future programme from January 1947 until all sub-units are working to capacity:-



Time	Malay School.	Chinese School.	Primary English School	Trade School.	Secondary English School.
January 1947	150 pupils to Std.IV	184 pupils to 6th Year.	100 pupils up to Std.III 18 pupils in Special Vernacular Class I	Possible class from Employers and from other Eng.Schools.	Possible Class from Ex-Labuan pupils & Brunei Rom.Cath.Sch.
January 1948	200 pupils Std. V.	184 + pupils to 6th Year.	168 pupils up to Std.IV including:- 18 in Special Vernacular Class II 25 in Spl.Vernacular Class I.	Possible 2nd Yr. from 1947. Possible new 1st Yr. from Chinese & other Vernacular Schools.	Possible 2nd Yr. from 1947 Possible 1st Yr. from Brunei & K.Belait English School.
January 1949	240 pupils to Std.VI.	184 + pupils to 6th Year	218 pupils up to Std.IV including:- 25 in Spl.Vernacular Class I 25 in Spl.Vernacular Class II 25 + 18 in Std.IV.	Possible 3rd & 2nd Yr. from 1947 & 1948 Admission New 1st Yr. from Chinese & English School.	Possible 3rd & 2nd Yr. from 1947 & 1948 Admission New 1st Yr. from English Schools.
January 1950 Normal working.	265 + pupils to Std.VI	184 + pupils to 6th Year.	225 pupils up to Std.IV.	Possible 3rd Yr. from 1948 admission. 2nd Yr. from 1949 1st Yr. from All Vernacular & English Schools.	Possible 3rd Yr. from 1948 admission 2nd Yr. from 1949 1st Yr. from English Schools.

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CHAPTER V.

SUMMARY OF RECOMMENDATIONS.

1. That immediate preparations be made to face a period of rapid development and that Government be prepared to increase the proportion of expenditure on education accordingly (paras. 8 & 13).
2. That a professional Head of the Department of Education be now appointed and that he be placed in charge of the composite school at Seria in addition to his administrative duties (para.82).
3. That transport be provided for inspecting officers (para.15).
4. That an immediate order for exercise books and other manuscript materials be placed in Singapore and that this first supply of exercise books be made free for pupils (para.16a).
5. That the Assistant Resident be authorized to place orders immediately for the replacement of furniture (para.16b).
6. That a savings plan for the replacement of and repairs to Malay School be prepared (para.16c).
7. That a campaign for the relief of apathy towards including the formation of Parents' Associations, the of District Shows and general propaganda be instituted (6 d & e).
8. That a survey be made by Group Teachers of areas where Malay education is required but not at present supplied (para.21).
9. That propaganda be introduced to show parents their legal responsibilities with regard to education and to increase the enrolment of girls (para.22).
10. That propaganda be introduced to maintain enrolment throughout all classes (para.23).
11. That a School Attendance Officer be appointed (para.24).
12. That a survey be made to discover where temporary schools could be established to cater for the children of padi growers (para.25).
13. That the Superintendent of Education be stationed at the Assistant Resident's Office pending other administrative arrangements (para.27).
14. That Che' Marsal bin Ma'un be transferred to another Department, that Che' Basir bin Taha become Head Teacher of the proposed new Seria Malay School, that Che Noordin b.A.Latiff be appointed to act as Superintendent of Education and that eventually a professional Assistant Inspector of Malay Schools be placed in charge of Malay education under the Director of Education (para.32).
15. That steps be taken to increase the proportion of trained teachers (para.34).

That special attention be given to mathematics and  
by the late Mr. Latehan (para.35).

Teachers be appointed (para.36).



18. That inspections be more frequent and that a departmental magazine for teachers be published (para.37).
19. That a Holiday Refresher Course be conducted, by a Malay Officer from the Malayan Union if possible, as soon as possible and that such courses be held annually (para.38).
20. That salaries of Malay School Teachers be raised to the level of those authorised in "Reprint of Salary Schemes" as an interim measure (para.39).
21. That the Kesatuan Guru<sup>2</sup> be invigorated (para.40).
22. That more attention be given to school gardens and that school work be encouraged generally by competitions and public exhibitions (para.45).
23. That a Visiting Teacher for Drill and Basketry be appointed and that needlework and cookery be introduced for girls as soon as possible (para.46).
24. That <sup>c</sup>Handicraft School be opened at Brunei Town (para.47).
25. That soap-making be introduced (para.49).
26. That, subject to considerations of policy, the Chinese Schools receive more financial assistance and that they be inspected by a professional Inspector of Chinese Schools (paras. 54 & 55).
27. That higher qualifications be required of teachers in English Schools (para.59).
28. That Kuala Belait and Brunei English Schools be reorganized into a Grant-in-Aid system (paras.60 & 61).
29. That increased facilities in English education are required (para.65).
30. That a composite school be established at Seria to include a Primary Malay School, a Primary Chinese School, a Primary English School, a Trade School and a Secondary English School and that this school be open to candidates from the whole territory (Chapter IV).

Kuala Lumpur,  
28th October, 1946.  
AWF/jn.

*L. W. Frisby*  
Assistant Director of Education  
Malayan Union.  
(A.W.Frisby).



B

14th November

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(19) in G.G.234/46.

Sir,

I am directed by His Excellency the Governor-General to refer to my No.(17) in G.G. 234/46 of the 1st November and to forward for your information and guidance the following observations on Mr. Frisby's survey of education in Brunei.

2. In general his report appears to provide a reasonable, constructive, and comprehensive programme for educational development in Brunei. The situation he describes shows the need for considerable re-organisation and his proposals in both their short and long term aspects require early and serious consideration. It would certainly be useful that ideas on this subject should be clarified in anticipation of, and in time for, the Economic Development and Welfare Commission, which will presumably visit your territory.

3. The report as a whole at once raises the issue whether Brunei can ever develop an effective educational system while administratively isolated from either Sarawak or North Borneo and unable to share the benefits, particularly that of attracting good officers, which association with a larger unit would bring. The political uncertainty of Brunei's future need not however preclude gradual progress in the meantime along the lines indicated by Frisby.

The appointment of a Director of Education would seem to be a first essential step and, if agreed, should be pursued without delay. He would preferably be a young, competent type who would be sent to Brunei as a temporary assignment that would, if he proved good, lead to bigger responsibilities. Without professional advice and direction it would not seem possible to give effect to Frisby's recommendations if these are to be accepted as forming a sound scheme of development. To single out some of the main points, a professional man is required for the introduction of a more effective system of grant aid to Chinese and English Schools, the development of school handicrafts, the general upgrading of school standards and of teachers' qualifications and the creation of a Teachers' Association. He would be useful in providing the necessary drive to the revival of Malay schooling and in dealing with the crucial matter of teacher training within the means available, since it is difficult at this stage to envisage the establishment of a Training College for Borneo as a first step. In particular, such an officer would be essential to the initiation of perhaps the most significant and interesting



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END

6. The title of "Director of Education" has been used since this was employed by Mr. Frisby in his report. In view, however, of the limited territorial scope of the post and of the possibility of Brunei being merged administratively with either Sarawak or North Borneo, a more suitable title, it is suggested, would be "State Education Officer", whose standing would be that of a Malayan Inspector of Schools on the time-scale and whose appointment could at some future date be accommodated without difficulty within a larger educational establishment at whose head would be a Director of Education.

7. If you agree with Mr. Frisby's proposals in general, they should be set in motion without delay. In general they will require examination to see how far Government can see its way to increase very considerably the Education Vote. Where the recommendations are long term in nature, you will no doubt consider how far it is possible to resort to useful improvisation in the meantime. Though, for instance, Mr. Frisby envisages a five-year period for the rehabilitation of Malay Schools, the building of temporary Kajang structures should be contemplated. Again, there would appear to be occasion for immediate action in procuring furniture and equipment, in purchasing textbooks and stationery, and in providing transport for inspecting staff. Finally, the possibility might be explored too of borrowing a Malay officer from the Malayan Union to conduct a refresher course during the next vacation.

These observations are not intended to be exhaustive. You may find them of use in forming your views about the scope and practicability of Mr. Frisby's recommendations. I am to add that this office would be glad to assist in any way possible by enlisting the advice and help of the Malayan Educational authorities.

I am, Sir,  
Your obedient servant,

(Sgd.) H. R. HONE

SECRETARY-GENERAL.



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Education. 1946-1947. MS Records of the British Colonial Office CO 943/1/2. The National Archives (Kew, United Kingdom). State Papers Online Colonial, [link.gale.com/apps/doc/JKJSEV827453980/SPOC?u=omni&sid=bookmark-SPOC&pg=1](https://link.gale.com/apps/doc/JKJSEV827453980/SPOC?u=omni&sid=bookmark-SPOC&pg=1). Accessed 20 Dec. 2024.